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Author(s): William S. Washburn

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THE PHILIPPINE CIVIL SERVICE

*By William S. Washburn, United States Civil Service
Commissioner*

An Address Delivered at Clark University during the Conference upon the
Far East

It is eminently fitting that in celebrating the twentieth anniversary of the founding of Clark University the principles which have controlled the action of our government in its relations to the Philippine Islands be subjected to that close scrutiny and critical analysis which characterize the work of this great university.

In considering the problems incident to instituting and maintaining good government in the Philippine Islands as elsewhere, measures and men are the principal factors. Just as government measures may be good or bad, helpful or harmful, so also administration may be beyond criticism, or vice versa. Good government usually results from wise measures faithfully observed by the intelligent action of capable and upright men.

While formerly the colonizing movement of European nations was largely one of exploitation and national aggrandizement, during the last century the attitude of the successful colonizing nations has greatly changed, so that their colonies or dependencies are now largely the beneficiaries of the control exercised by home governments. Experience has demonstrated that, aside from the benevolent assimilation idea, prosperity in a dependency is indirectly of material advantage to the home country and in recent years the tendency has been to adopt measures intended to promote colonial well-being.

This principle is no less applicable in the Philippines than elsewhere. Our government has had to strive against many adverse conditions in the endeavor to bring about a higher

degree of prosperity in the islands. Those who have given the matter impartial consideration in the light of modern history have reached the conclusion that a helpful remedy lies in the application of the tariff measure just enacted, reducing the duty on Philippine products imported into the United States. Undoubtedly many difficult problems in Philippine government administration will thus be solved and the material interests of both the United States and the Philippines will be subserved by improving economic conditions in the islands. In any event our country can not afford to neglect the interests of the Filipino people and thus assume the position of European colonizing powers of a century ago. The white man's burden is upon us, and we should carry it with the strength and courage that befits a strong and courageous people.

It is not my purpose, however, to discuss measures, but rather that phase of government in the Philippine Islands which has to do with the personnel, with efficiency and economy, integrity and dignity in the civil service, and with good administration. Even with wise measures good government cannot be attained or maintained without an honest and efficient personnel. In the treatment of this subject I shall adopt the comparative method and invoke the aid of the history and experience of other nations to illuminate the subject.

THE PATRONAGE PRINCIPLE

For more than a century the patronage system and the merit system, the one feudalistic and the other democratic, embodying distinctly opposing principles relating to appointment and employment in the public service, have been struggling as never before for the mastery. From the dawn of history the patronage principle was an integral and inherent part of all government administration, and was dominant until the rise of democracy. With the recognition of the rights of the masses this feudalistic principle began to be questioned and the more democratic principle of merit has in recent times been gradually replacing the former.

NEED OF THE MERIT SYSTEM

In briefly reviewing the civil service reform movement I shall draw freely from the results of a study of this subject made on a former occasion.

That the merit system of appointment is essential to the maintenance of good government is patent to every student of the history and development of the civil service in the United States and elsewhere. The public service the world over has always been an inviting field for graft and wrongdoing. The reign of corruption and scandal was not the reign of law, but of demoralization and anarchy, entailing wrongs on subject peoples, and resulting in embarrassment, and in some cases disaster, to home governments.

In the earlier days governments were frequently honey-combed with corrupting influences and there was not enough healthful public sentiment to cure evils generally well known and acknowledged. Over fifty years ago some of the European countries, notably England and Holland, and a quarter of a century later the United States, began effectively to repudiate the patronage system of appointment, advancement, and retention of the personnel of the public service by the adoption of the saner method of selection on merit and personal fitness.

Compared with the service in either hemisphere a quarter or a half century ago, the people of these countries and of their dependencies have cause for sincere congratulation in the establishment of a relatively clean, honest, and efficient public service. For many governments the day of purification has not yet come. It is of course idle to speculate as to what position in the colonial world Spain would now be occupying had she adopted the policy of England and Holland, and secured and retained the services of capable and honest colonial officials.

NEW POLICY ADOPTED BY ENGLAND AND HOLLAND

With the loss of the thirteen American colonies, the reconstruction of the British Empire was begun under a more liberal and enlightened policy. Great Britain has since

established a world-wide empire, and of the great colonizing nations of modern times is easily first in colonial achievement, while the flag of Castile and Aragon, of Ferdinand and Isabella, once the most glorious in the world by reason of territorial acquisition, has almost ceased to wave beyond the peninsula.

During the last century Holland abandoned the culture system which originated with the Dutch East India Company, and is now administering affairs with greater consideration for the welfare of the natives of her East Indian possessions. France has adopted a similar policy in the control exercised by the home government over her dependencies. Nowadays, not only do colonies, as a rule, yield no direct revenue to the home governments, but in some cases they are sources of heavy expense.

The carrying out of this more beneficent and comparatively more liberal policy of fair treatment of the natives of dependencies, has been attended with many difficulties, the chief of which has been the failure to secure the services of honest and reliable colonial officials. Long after this new policy was announced individual officials sought to enrich themselves as in days of old, with the result that government revenues were constantly being diverted from legitimate channels.

APPLICATION OF THE MERIT SYSTEM TO THE CIVIL SERVICE OF INDIA

Although subsequently shown to be not guilty of much with which he was charged, the revelations of the ten years' trial of Warren Hastings, the trial of Clive, and the utterances of eminent British statesmen tended to crystallize public opinion in Great Britain in favor of civil service reform. In 1853 the British Parliament passed an act which provided for the making of appointments through open competitive examination of British subjects to the imperial (formerly called "covenanted") civil service of India, but this reform measure did not become effective in time to prevent the great Indian mutiny of 1857, the natural result of the mal-

administration and mismanagement of dishonest and inefficient officials, who had received appointment through favor. This reform provision, incorporated into the India act of 1853, has been declared to be "one of the most enlightened, liberal, salutary, and far-reaching provisions ever incorporated into the administrative laws of any nation," and "resulted in the overthrow of the old spoils system in Great Britain itself, and the substitution therefor of free, open competitions of merit, both in the military and the civil administrations."

The first regulations governing appointment through competitive examinations for the British Indian civil service, based on the report of a commission headed by Lord Macaulay, have been revised from time to time.

In 1889 the "provincial" civil service contra-distinguished from the imperial or "covenanted" service, was established, thus providing for natives of India a systematic method of entrance into the Indian service. Rules governing the appointment of natives of "proved merit and ability" were promulgated, which provided for examination and for permanent appointment after a period of probationary service.

In 1864 the Dutch and in 1873 the French found it necessary to adopt the competitive examination system in making appointments to their colonial services, the results of which are comparable only with the results obtained by Great Britain.

REFORM MOVEMENT IN THE UNITED STATES

The reform movement is dominant now in America, insisting not only on clean governmental operations, but also the enactment of laws for the betterment of the people, for their moral, mental, and physical elevation. Supported by eminent men in all the walks of life, the ever increasing number of reform organizations through which public sentiment finds expression, are having a manifest influence on the selection of men for public office and the enactment of wholesome laws for the improvement of social conditions and the better protection of life and property.

It is desirable and essential that these reform influences and the power of public opinion in the United States extend to the Philippines and insist on the continuance and maintenance of a clean public service, the selection, retention, and advancement of the best men available, the elimination of the unfit, and the ultimate establishment of a dignified, efficient, and permanent service—one which shall give the Filipino people every opportunity for development and constitute an added achievement of the United States, worthy of the nation's greatness.

THE PHILIPPINE GOVERNMENT ORGANIZATION

While general knowledge of the Philippine government organization might be assumed, a brief outline to refresh the memory may properly be given at this time. Of the three branches of the central government, the executive branch is presided over by a governor-general and four members of the Philippine Commission who are secretaries of the four departments into which the general administrative work of the government is divided. Under the immediate control of the governor-general is the executive office, the civil service office, and the auditor's office. All other bureaus or offices of the central government are under the executive control of the four members of the Commission who are secretaries of departments.

The legislature is composed of the Philippine Commission, at present a body of seven members, appointed by the President of the United States, which constitutes the upper house of the legislature, and the assembly of eighty members elected by the people, which constitutes the lower house. The judicial branch comprises a supreme court, sitting in Manila, of seven justices appointed by the President, courts of first instance, for which purpose the islands are divided into fifteen districts, and finally numerous justice-of-the-peace courts.

For the purposes of administration, the Moros and other non-Christian tribes are by law placed under the control of the Philippine Commission. The organization of the

Moro province, the inhabitants of which are principally Mohammedans, is distinct from the general provincial organization common to the Christianized provinces of the Philippine Islands. The Moros are governed directly by an army officer as governor, who is assisted by a council composed of officers of the army and civilian appointees. All Christianized people of the islands are subject to the laws of the central, provincial, and municipal government organizations.

Provincial government organization is centered in boards composed of three members, a provincial treasurer, appointed by the governor-general, a provincial governor, and a third member elected by the people.

The government of municipalities or pueblos is under the control of municipal councils, each composed of a president and several members, all of whom are elected by the people.

Provision is made by special charter for the government of the city of Manila, by a municipal board. The chairman and three members of the board are appointed by the governor-general and two members are elected by the people.

EXTENT OF THE PHILIPPINE CIVIL SERVICE

There being no military or naval branches of the public service of the Philippine government, the civil service includes the entire public service of that government. The army and navy belong to the federal establishment, and their operation in the Philippines, as elsewhere, is supported by the federal government. The first constructive enactment of the Philippine Commission as a legislative body was the civil service act passed in September, 1900. All its vital provisions are still in force. Of all the laws of the Commission, it has best stood the test of time and the criticism of those opposed to the effective merit system which the home government, through the Philippine Commission, sought to establish and maintain in these islands.

Methods of entrance into the service and the duties and privileges of the personnel are now, for the most part, clearly defined in the revised civil service act and rules.

When adopted the Philippine civil service act applied to comparatively few positions. As the government organization developed and bureaus and offices were organized, the positions thus created were placed in the so-called classified service, appointments to which are made subject to examinations, the acts organizing the several bureaus leaving in the unclassified service positions, which, in the judgment of the Commission, it was inexpedient to fill through competitive examination. Finally the examination requirements of the act were made to apply to all positions in the legislative (except the assembly), executive, and judicial branches of the central government, in the provincial governments, and in the government of the city of Manila, except certain positions specifically exempted from examination, which, for the most part, are exempt in nearly all governments, national, state, and municipal, having merit system laws.

The original provision of the civil service act for the appointment of unskilled laborers by non-competitive examination or by registration was found to be impracticable owing to the ignorance of the average laborer, the difficulty of securing a sufficient supply of satisfactory laborers and the lack of competition. Skilled workman positions and certain clerical and other subordinate positions have been retained in the examination or classified service, in spite of the persistent and, for a time, partially successful opposition of a small coterie of misguided American officials.

THE CHARACTER OF COMPETITIVE EXAMINATIONS

It has been our constant study in the examining feature of our work in the Philippines, to give appropriate and practical tests of fitness for appointments. To do this requires an accurate knowledge of the duties of the various positions and classes of work. Reliance is rarely placed on scholastic tests alone. Examiners are expected to observe applicants closely and record their observations. Personal contact and inquiry bring to light evidences of fitness or unfitness not ordinarily discoverable by routine methods. The physical presence of an applicant or competitor sometimes

reveals defects moral or physical, growing out of vicious habits. The nature, scope, and form of inquiry outlined in forms of application furnish fairly reliable evidence for comparative ratings as to training and experience, an important subject in most examinations. Appropriate practical questions or tests relating to the duties of the position sought constitute another important subject in many examinations. These, together with subjects selected to test general intelligence, present evidence of fitness on which reliable, comparative, general ratings are attained. Practically adapted scholastic examinations are given when warranted by the nature of the work required to be done. By such methods as outlined above, applicants unfit for the public service, morally, mentally, or physically, are almost invariably found to be ineligible for appointment, and those best fitted are placed highest on the registers, entitling them to the first chance for trial as probationers, the final practical test of fitness under the examination system before permanent appointment.

THE PROMOTION OF THE ENGLISH LANGUAGE

Applicants are examined either in the English or in the Spanish language, but those who are citizens of the United States are tested in the Spanish language and those who are natives of the Philippine islands are tested in the English language whenever, in the opinion of the director of civil service, a knowledge of both languages is essential to the efficient discharge of the duties of the position sought. The effect of this provision of the law has stimulated the attainment of the Spanish language by English-speaking applicants, and the attainment of the English language by Spanish-speaking applicants. The general civil service examination requirements have led to the opening of night schools devoted to preparing Filipinos for examinations, and have markedly stimulated effort in educational matters. Filipinos have now secured a sufficient knowledge of the English language to be successful in examinations taken in English. While formerly more Filipinos were appointed from regis-

ters obtained as a result of examinations given in Spanish than from registers obtained as a result of examinations given in English, it is a remarkable and significant fact that after only a few years of American tutelage appointments are now being made principally from English registers of eligibles.

FILIPINO ADAPTABILITY

The field of employment of Filipinos broadens with their acquisition of a knowledge of the English language and the industrial arts. The Filipinos excel in penmanship and are rapidly becoming proficient in routine clerical work as typewriters and copyists. Many have been appointed to positions in other grades, such as copyist of drawings, printer, interpreter, assistant sanitary inspector, forestry ranger, policeman, fireman, mechanic, etc.

The employment of Filipinos in certain classes of positions, especially clerical and mechanical, has demonstrated a fair degree of capacity and efficiency. They possess adaptability and learn rapidly under those who are themselves skilled and not prejudiced against them. While it has been difficult to induce some American officials to employ them freely, as such appointees naturally require more instruction than Americans, the success of several of the bureaus in the employment of Filipinos almost exclusively, clearly demonstrates the practicability of carrying on the routine work of government almost wholly with natives. The increased educational advantages offered Filipinos, especially in industrial and vocational lines, is fitting them to fill many positions vacated by Americans. The need of Americans is now practically limited to superintendents, experts, specialists, or, broadly speaking, instructors. Americans are appointed principally to fill positions, the duties of which are technical, professional, scientific, or administrative in character.

GRADUAL SUBSTITUTION OF FILIPINOS FOR AMERICANS

Eight years have elapsed since civil administration succeeded military government in the Philippines. During this period the policy has been to give preference to Filipinos in appointment to all positions which they are capable of filling. There has been a gradual reduction in the number of Americans connected with the government. While there are now approximately twenty-five hundred Americans with a regular status in the service of the Philippine government, this number, though relatively larger than the number of British in the civil service of India, is needed at present to carry on the work of government efficiently. All unskilled laborers, numbering many thousands, are Filipinos or other Orientals—Japanese and Chinese. The constabulary, numbering approximately five thousand, is 95 per cent Filipino. The municipal governments outside of the city of Manila are autonomous and the provincial governments are in a large measure also autonomous, with no Americans in the service of the former and but few in the latter. Americans in the Philippine Service are connected principally with the bureaus and offices of the central government. In the judiciary about half of the judges are Filipinos, and in the upper branch of the legislature, the Philippine Commission, nearly half of the members are Filipinos. The lower branch, the assembly, including its entire personnel, is wholly Filipino.

POLITICAL CONDITIONS FAVORABLE TO AN OLIGARCHY IF
PEOPLE LEFT TO THEIR OWN RESOURCES

I now come to a phase of the subject which involves some consideration of Filipino character and customs. I shall speak frankly, yet considerately and sympathetically, as a sincere friend of the best interests of the Filipino people.

But a small proportion of the Filipino population take any personal interest in politics. These few belong principally to the Cacique or the Ilustrado classes, and I suppose, accustomed as they have been from time immemorial to

govern, actually feel that they have a sort of proprietary right to the offices; as a general rule, they are looked up to as functionaries by the masses of the people. The ruling classes were never trained by Spanish officials to guard the interests of the common people, but rather to enrich themselves. In that portion of Manila known as Intramuros is the foundation for a large public building. While the building was never actually constructed, it is reported that the Spanish government repeatedly sent funds to Manila for repairs, which like the money for the erection of the building, went into the pockets of dishonest officials. What can be expected of a people reared under this sort of tutelage? These lessons in corruption were not lost on the Filipinos who are wont to excuse many unusual procedures with the expression "*es costumbre del pais*" (it is the custom of the country).

The Filipino has had little opportunity for grafting since American occupation. The payment of exclusive salaries, however, constitutes a real menace to good government in the Philippines. If the salaries of some of the Filipino officials were measured by their capacity and efficiency, their rates of compensation would be but a fraction of what they are now receiving. Under the conditions attendant on the organization of civil government some of these excessive salaries, however, were probably justified. A further evidence of the present unfitness of the Filipinos for self-government appears in the reckless extravagance in expending the revenues for salaries. During the very first session of the Philippine assembly, but a few weeks after its creation and organization and while bewailing the oppression of the people and poverty of the country, the members voted to increase their own salaries from \$10 to \$15 per diem. The salaries of the members of the Philippine assembly are now larger than the salaries of the members of any State legislature in the United States except the great commonwealths of New York and Pennsylvania. Officials in some of the provinces, where local government is practically autonomous, have been known to vote the entire revenues of a province for salaries.

TEMPERAMENTAL CHARACTERISTICS

The Filipino is never boorish. He is generally the embodiment of politeness and often has the polish of the well-bred, the gentleman, but his idea of honesty and integrity is frequently quite different from that inculcated under our system of ethics. When confronted with the fact of having spoken untruthfully or of having taken by theft that which does not belong to him, his explanations are often characterized by much simplicity and innocence as well as ingenuity. He may say he told you what he thought you would be pleased to hear, that he did not want to hurt your feelings; and, in the case of theft, that it was an accident, or that he was simply borrowing and would return the article *poco tiempo después* (after a little time).

It is important that American administrators understand the mental attitude and possess an intimate knowledge of the history of the Filipino people. The difference in outlook and attitude between Oriental and European are so real and fundamental that we do not know them as we know the men who are the products of western civilization. There is need for better understanding of Filipino philosophy, of his character, of his personality. The Oriental is an interesting study in psychology, but such a study, to be of much value, can not profitably be made at long range, but must be made on the ground and cover a considerable period of observation and study of his daily life in the light of his political and religious history. Reference is frequently made to the difference between eastern and western civilization, and the European who travels and lives in Oriental countries sees on every hand phases of life, the evidences of a civilization, to which he has been unaccustomed. It may be interesting to him because of the novelty, or, if he is studious and thoughtful and inclined to investigate, the average man soon reaches the realm of mystery and wisely concludes that he does not understand. If he is broad-minded and tolerant enough, he will not condemn everything because the people appear to him to be a hundred or a thousand years behind the times. For these reasons American

administrators in the Philippines should not only possess well disciplined minds and sound judgment, but they should be men of high ideals and be actuated by principles of the right sort, men who are inclined to get at the mainsprings of action which govern the Filipino and to enlist his sympathy and coöperation in helping him to conform to modern methods and usages in working out his own destiny.

CHARACTER AND QUALIFICATIONS OF AMERICANS

During the early organization period of civil government in the Philippines, appointments to official and many other positions were generally made without examination. Since vacancies in official positions have been, for the most part, filled by promotion from the classified service, malfeasance in office on the part of Americans has been lessened in proportion to the completeness of the application of the merit system. Many of these early appointments, made before the act became fully operative, clearly indicate the necessity for stringent rules by which appointments shall be made to the public service strictly on a merit system basis. Under the revised civil service act and rules the appointment or retention of incompetent persons is wholly inexcusable at the present time.

It is clear that the American in the Philippine service should be a very high type of man, self-reliant and resourceful, possessing a well-trained mind and that force of character which commands respect. To be successful he must possess tact and industry in a high degree. He has to mingle with a people whose civilization is at once primitive and archaic and very different from that to which he has been accustomed, a people who need enlightenment in modern methods of accomplishment and to be taught by example as well as by precept. The American official should be heartily in sympathy with the settled purpose of the government, which contemplates that capable Filipinos shall be given opportunity to aid in carrying on the work of government, as their participation is in the interests of economical administration and accords with the policy of assisting a de-

pendent people to work out their own destiny. Competent Americans with this attitude are able to render conspicuous service in the difficult situations which confront the government.

It has been amply demonstrated in the Philippines that an efficient and honest civil service can not be established or maintained in a dependency by the appointment or retention of men who do not possess adequate training and inherent integrity. Though they be relatively few, the lapses and failures of unfit and unworthy Americans do not pass unnoticed by Filipinos, but produce distrust and lead to unfortunate generalizations, thus increasing the difficulties of administration.

CONTINUITY OF SERVICE IS ESSENTIAL TO EFFICIENCY

Nor can a high degree of efficiency in the service be reached and maintained with a transient personnel. From the standpoint of economy as well as efficiency, colonial appointments should contemplate a long period of service, and consequently a career. Adequate salaries, the observance of the principle of promotion to the higher positions according to merit, with a liberal leave of absence to visit the home land, all of which are provided by existing law, are necessary to retain the most competent Americans and to secure an efficient and dignified service at all comparable with our military and naval services and the British Indian civil service.

IMPORTANCE OF MAKING MERIT THE BASIS OF RETENTION AND ADVANCEMENT IN THE SERVICE

One of the most important problems relating to the civil service is to provide a system of promotion based on merit, the working out of which is attended with almost insuperable difficulty. The rules relating to promotions contemplate that consideration be given to quantity and quality of work, physical condition, habits, character, conduct, aptitude and adaptability, punctuality, and attendance. A systematic record

is required by rule to be kept in each bureau and office, showing the relative efficiency of employes based on consideration of the elements enumerated, and a report forwarded to the Civil Service Office semi-annually. In making selection for promotion of the most competent, the entire record of each employe is always available for consideration, the making of which record is largely in his own hands.

Appointments and promotions made in accordance with the letter and the spirit of the civil service law mean the recognition of the most deserving and the elimination of favoritism and nepotism. Conferences like this, and associations having similar aims, stand for the recognition of the capable and honest man. Obviously and logically the grafter, the inefficient, and the ignoble can not consistently be retained in the public service. There is, of course, in private relations always room for individual freedom of action as between man and man; but sensible business men, however charitably inclined, do not knowingly employ or retain in their service this class of persons. Certainly no trustee or public official entrusted with the wise and proper expenditure of other people's money should be governed by principles or standards in the matter of the employment of persons and expenditure of funds—the public revenues, if you please—widely different from those principles and standards which the honest business man of sound judgment ordinarily adopts and follows. Those who talk much of running a government on business principles are often the first to violate the principles they proclaim. In this day prodigies of valor or spasms of industry or of brilliancy are not indispensable, but the idea should be paramount that tenure of office is assured only by the exhibition of qualities essential to the maintenance of good government, such as honesty and capability, industry and reliability.

If the civil service law is faithfully observed in letter and in spirit, competent and reliable men in the service have the assurance that the higher positions may be filled by them as vacancies occur, rather than by the original appointment of the less competent from private life. This in brief and in fact is the purpose of the civil service law in the

Philippines, alike advantageous to the public service and to honest and capable Filipinos and Americans, the latter of whom would not be justified in severing home relations and going to the far away islands unless the service offers opportunity for advancement on merit.

SOME CRITICS AND THEIR CRITICISMS

The Philippine civil service has received at home and abroad, its fair share of criticism, constructive and destructive, favorable and unfavorable. Complaints from the deserving have been comparatively few, from the undeserving, many. In former years bombardment by the latter was fierce and continuous. To point a moral or to adorn a tale, as you choose, I may be permitted a personal reference. A United States minister to a foreign country once asked me in the presence of Governor-General Wright if I stood by my guns and did my duty in enforcing the civil service law. Before I could reply the governor-general was saying, "He does, but they get mighty hot sometimes," to which I was able to add, "And the governor-general always stands by the gunner." The real point of this incident deserving of emphasis is the important fact, worthy of all praise, that each of the governors-general without exception stood for an effective civil service law and its enforcement. Without executive support the merit system in the Philippines must inevitably be a failure. There are those in the Philippines who complain that the rules and regulations of the civil service office are too inflexible. Almost invariably it is observed that such criticism is based upon some action of the office unfavorable to the complainant, but thoroughly consistent and sound in law and logic. In other words, the action taken is condemned because a law, rule, or regulation has not been flexed by partiality or favoritism to subserve the interests of the complainant or his personal friends. Neither a civil service law nor a body designated to execute such a law could long survive under a policy of flexibility of interpretation in the interest of individuals but both would soon be lost in an inextricable maze of inconsistencies and unhappy prece-

dents and be brought finally into disrepute. I have consistently insisted on an honest enforcement of the law, realizing that only by its observance can impartiality be assured and a high degree of efficiency and honesty attained. As stated by President Roosevelt in one of his messages to Congress, "It is important that this—the merit—system be observed at home, but it is more important that it be rigidly enforced in our insular possessions." President Taft, the first governor-general of the Philippines, recognized this principle and observed it by concrete application, during his administration of Philippine affairs.

I left the work in the Philippines, always to me intensely interesting, with much regret; regret that I could not accomplish greater things in helping to create a service of highest type; regret that sometimes plain duty required action adverse to the interests of an individual against my personal inclinations. "Hard cases" make powerful appeal to one's sympathy, but they are responsible for much bad law and many bad precedents. While there are times when cases arise which strongly tempt one to violate, through official action, his convictions of duty and impartiality, the law is the only safe guide, and, if faithfully adhered to, the deserving will rarely be prejudiced, all will be given a square deal, and the purpose and majesty of the law will be maintained.

The most reliable authors and critics of Philippine affairs are those whose stay in the islands has been prolonged, who have had time, opportunity, and inclination to obtain clear views of existing conditions and have faithfully and discriminatingly recorded facts and drawn logical deductions; these observers have made contributions of real and permanent value to the literature on the Philippine islands. Certain writers, on the other hand, after spending a few days or weeks in the islands, have written and published much that was erroneous and unfair, which perhaps carries its own antidote. Honest and intelligent comparative criticism of government operations is helpful, especially when coming from those who by education and position should be able to speak authoritatively and candidly. Nevertheless, I have been constrained to say that certain critics in some instances

display by their inaccuracy and attitude a need of definite information and lack of appreciation of the principles underlying the policy of the Philippine government. They seem not to realize that they have no standard by which they can judge of success or failure in the Philippines from the fact that never before has there been instituted a scheme of colonial government so beneficent and humanitarian as that which the United States has instituted and is pledged to carry on in these islands. There is no precedent in history to which they can point as an example that the attempted mental and moral elevation of a people of an Oriental dependency has proved a failure and been detrimental to their material welfare. Following the army, the general education idea, symbolized by the little red school house of our own land, has been carried to those distant islands by a corps of more than a thousand earnest, capable, and high-minded young American men and women who won their appointments and promotions by competitive examinations. Everywhere in the pueblos and barrios in the Philippines the little school house of nipa and bamboo is being set up to accommodate the children who, eager to learn and thirsting for knowledge, are presenting themselves in hundreds of thousands for instruction.

The general education of the masses in a dependency is an American idea and something new in colonial achievement. In the broadest sense it is a missionary idea worthy of a great nation like the United States, and should not be condemned because it has not been extensively adopted by the successful colonizing European nations. The views of Lord Macaulay expressed in his famous minute of 1835 have been accepted in principle.

WITH GOOD GOVERNMENT OUTLOOK ENCOURAGING

The rapid acquirement of cultural and vocational knowledge through the medium of the world-wide English language, must inevitably clear the way for the general adoption of the traditions, customs and laws of enlightened civilization

and the unification and ultimate welfare of the Filipino people.

For the last eight years I have seen much of the Filipinos in their home land, have had opportunity to learn their true worth, to appreciate their virtues and their faults. It is certainly true that they have many virtues and equally true that past environment and treatment are partly responsible for their failure to measure up to the best standards of civilization. Those who have approached them with a spirit of sympathy and helpfulness have been impressed with the manifestations of sincere appreciation. The lives of hundreds of teachers and other civilians dwelling in remote communities, where but a single American was needed or could be spared to aid in carrying on the work of government, have been repeatedly entrusted to Filipinos. Of food and shelter the American teacher is generally given the best the community affords, and time and again the hospitable Filipinos have declined to accept any money compensation therefor.

The door of knowledge has been opened to the Filipinos with abiding faith that the gift of individual opportunity will be found to fit into the general scheme for their physical, moral, and industrial uplifting, will give them a better appreciation of the principles of democratic government and institutions, and will help to make them in time—probably not in your day nor in mine—partially at least if not fully prepared for self-government.

THE MERIT SYSTEM AND NOT THE PATRONAGE SYSTEM THE HOPE OF GOOD GOVERNMENT IN THE PHILIPPINES

Observation of the work of Filipinos in the classified service gives hope that a fairly efficient and capable personnel, constantly increasing in numbers, will be gradually developed in this part of the service, many of whom will undoubtedly be able creditably to perform the duties and to meet the responsibilities of administrative and executive positions. History, observation, experience, and the logic of events, convince well-informed, open-minded, and thoughtful men

that the merit system, made possible and effective by a properly adapted educational system, and not the patronage system, must be depended upon for the development of reliable and capable men needed for the great majority of official as well as subordinate positions. In the practical working out of the problem of government I have been accustomed to bespeak for Filipinos that genuine interest and helpfulness on the part of all Americans of the gentle, kindly attitude of the strong man who habitually teaches by right example and sound precept. This is the attitude of the broad-minded, sane-thinking administrator, and not that of one who humiliates and discourages by boorish over-lording, nor yet one who spoils by coddling.

DANGER FROM REACTIONARY FORCES

While there has been real and substantial progress in the effort to establish and maintain good government in the Philippines and the struggle against the coercive power of patronage has not been in vain, yet the experience of the last two or three years clearly indicates that a satisfactory future for that service is not by any means assured. A frank and full presentation of conditions may be found in my last annual report in which I endeavor to analyze the situation, to point out in detail impending dangers and suggest means of forestalling reactionary forces. In view of the efforts heretofore made to modify the Philippine civil service law (also the rules), so as to render it ineffective as a merit system measure and of the prospect of the more successful renewal of such efforts in the absence of restraining influences, the control of the service should be placed in the hands of the home government, and provision be made for promulgation of civil service rules subject to the approval of the Secretary of War.

CREATION OF A FOREIGN SERVICE

The suggestion is made that it is quite possible that the proposed law should be inclusive and apply to our other

foreign possessions. The Spanish-American war and the acquirement of dependencies have occasioned the creation of a foreign civil service additional to the diplomatic and consular service. I refer now to a trained corps of Americans for public foreign service. The best interests of the people of these dependencies and of the home government, undoubtedly demand the elimination from civil service, as far as possible, of the patronage or Cacique system. To insure an efficient and dignified service, the time is ripe for definitive action looking toward the development and permanency of a foreign service, the personnel of which shall include the best type of American citizens, those who represent the best traditions of American family life and the force of character and breadth of view which education and culture give. Under existing conditions the personnel of our foreign civil service can not be expected to compare favorably in efficiency and economy with that of European countries, where the benefits of training and experience acquired in the service accrue to those governments by the retention of officials when they become most useful, thus establishing and preserving *esprit* and *morale*, very important factors in good administration in a dependency. Tenure should be assured, and the door of opportunity for transfer and promotion to other fields in the foreign service, including the consular service, might be opened with distinct advantage to the government, thus offering a career which would justify the better equipped in remaining in the service and insure the development of a corps of officials of the highest order of ability and usefulness.